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Implementation of recommendations on the six mandated areas of the Forum and on the Millennium Development Goals

Information received from the United Nations system and other intergovernmental organizations

Report of the Economic Commission for Latin America and the Caribbean

Summary

This report presents the progress achieved by the Economic Commission for Latin America and the Caribbean (ECLAC), taking into account the recommendations made at the fifth session of the United Nations Permanent Forum on Indigenous Issues. The main activities concern the production of sociodemographic information on Latin American indigenous peoples and the conduct of studies on their living conditions from a rights-based perspective. International seminars have also been held on the issues of indigenous peoples' rights, poverty and health, and the Commission has participated in a number of meetings of experts.

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I. Recommendations of the Permanent Forum on Indigenous Issues for the Economic Commission for Latin America and the Caribbean

Data collection and disaggregation

1. In 2006, the Latin American and Caribbean Demographic Centre (CELADE) — Population Division of ECLAC developed a sociodemographic system on indigenous populations and peoples of Latin America in collaboration with the Fund for the Development of the Indigenous Peoples of Latin America and the Caribbean (or "Indigenous Fund"). The system is part of the Indigenous Fund's "Information System on Indigenous Peoples" project, which came about in order to improve the accessibility and quality of information resources for and on indigenous peoples.

2. The main goal of the system is to design and distribute a support tool for public policy decision-making aimed at decreasing ethnic inequities and promoting the well-being of indigenous peoples. There are a number of phases in the development of the system. The first was begun in May 2006 and involved the development of indicators using data from the 2000 census round, taking an approach that allows for the identification of ethnic, generational and gender gaps. The System for the Retrieval of Census Data for Small Areas by Microcomputer (Redatam+SP) software was used to process census microdata supplied to CELADE by 11 countries of the region: Bolivia, Brazil, Chile, Costa Rica, Ecuador, Guatemala, Honduras, Mexico, Panama, Paraguay and Venezuela (Bolivarian Republic of). The system includes 52 indicators in the following subject areas: population; fertility and mortality; territorial distribution and internal migration; formal education; culture; socio-economic characteristics; housing and basic sanitation; and households and families.

3. One important characteristic of the sociodemographic system is that users can access each indicator's definition as well as other technical notes which enhance understanding and transparency. The features included for each indicator are: name of the indicator; definition; method of calculation; statistical interpretation; contextual interpretation and relevance; observations; and additional notes on the processing of census data. The innovative feature that distinguishes this system from other indicator systems is the note on contextual interpretation and relevance. Since census data allow for the derivation of conventional indicators, this section sets out the main limitations and interpretative considerations for an appropriate reading according to the cultural specificities of indigenous peoples. An example and a sample of the system, which will be available to users as from March 2007, have been included in the annex to this document.

4. The joint Pan-American Health Organization (PAHO)-ECLAC/CELADE project entitled "An ethnic approach to sources of health data: experiences in the Mapuche area of the southern corridor of Argentina and Chile. Recommendations for their future development in the context of the Americas" began in January 2007, with the aim of contributing to the design of strategies for collecting information to monitor the reduction of health inequities associated with ethnic origin, specifically in indigenous populations. The goal is to gain awareness of a set of measurement practices developed locally and to make recommendations to facilitate the

incorporation of an ethnic perspective referring to indigenous peoples and other social groups in the health sector's administrative records. The 18-month-long project will be conducted in two phases: one for information collection and study and the other for testing, validation and recommendations (pilot tests will be conducted in at least two countries of the region).

5. Within the framework of this project, the first workshop entitled "Basic principles, experiences, reflections and proposals on the identification of the indigenous/Mapuche population in health records and statistics" was held on 26 January 2007 in Temuco (Araucanía Region, Chile), with the support of the Health Research Centre of the University of La Frontera and the sponsorship of the Southern Araucanía Health Service and the Ministerial Health Department of the Araucanía Region. The workshop was coordinated by an indigenous professional and a non-indigenous consultant. The Mapuche community participated actively with approximately 36 people from 17 districts in the Araucanía Region (the provinces of Cautín and Malleco) representing a number of health organizations and centres (intercultural facilitators and advisers, directors, rural health post workers, Mapuche professionals and representatives of grass-roots indigenous organizations working on health issues) dealing with Mapuche issues in health departments. A document containing the recommendations and proposals made at the workshop is being drafted.

Social and demographic studies

6. The fourteenth edition of the ECLAC *Social Panorama of Latin America*, published in 2006, includes an exhaustive chapter on "Indigenous peoples of Latin America: old inequities, mixed realities and new obligations for democracies in the twenty-first century" prepared by CELADE — Population Division of ECLAC with financial support from the United Nations Population Fund (UNFPA). This study is unprecedented in the region in terms of both the information and the analysis that it contains. The sociodemographic inequalities that affect indigenous peoples are highlighted within the framework of structural discrimination and cultural specificities, from the perspective of the new international standard for indigenous peoples' human rights. With this document, ECLAC has taken a position on the issue by highlighting indigenous peoples' individual and collective rights.

7. The chapter includes the following points: the emergence of indigenous peoples on the agendas for democracy and development; the challenge of new international standards on human rights for indigenous peoples; the challenge of measuring the indigenous population: who are they? how many are there? where are they?; diverse demographic profiles: a review of the differences; international migration among indigenous peoples; shifting borders and complex identities; and diversity and sociodemographic inequality of indigenous peoples: reflections for the formulation of policies within the framework of individual and collective rights. Particular mention should be made of the fact that this chapter was prepared by a team of indigenous and non-indigenous professionals; for example, the human rights-based frame of reference was prepared by an indigenous expert. A summary of the chapter is available on the ECLAC website at www.eclac.org.

8. In April 2006, the ECLAC Social Development Division issued a document entitled "Indigenous and Afro-descendent peoples in the new millennium".[1] This is the main ECLAC document submitted at the preparatory meeting for the Santiago + 5 Conference on Racism, Xenophobia, Discrimination and Intolerance, held from 10 to 12 August 2005 at ECLAC headquarters in Santiago, Chile.

Technical assistance and training

9. Between 20 July and 4 August 2006, CELADE was a member of the evaluation mission for Nicaragua's eighth population and fourth housing census, conducted in 2005. The evaluation team included two CELADE experts, one UNFPA Technical Support Team expert and two independent consultants. The mission was requested by Nicaragua's National Institute of Statistics and Censuses and supported by UNFPA. An exhaustive analysis of the census was conducted, covering all thematic areas and attaching particular importance to the questions concerning ethnic origin. The mission prepared a report containing the evaluation results, conclusions, recommendations and potential uses for census data. The quantification of the indigenous population of Nicaragua through the 2005 census represented a substantial improvement with respect to the previous census, owing to, among other issues, a change in the criterion used to identify those groups (from language spoken in 1995 to self-identification in 2005). The mission recommended, inter alia, that exhaustive use should be made of census data, taking into consideration the three questions related to indigenous peoples, and that the Institute should continue to promote and guarantee the participation of indigenous professionals in information generation and analysis in order to ensure a contextual interpretation of the data using an intercultural approach, within the framework of indigenous peoples' rights.

10. The Ibero-American training course on economic, social and cultural rights and public policy, organized by the Latin American Faculty of Social Sciences (FLACSO) and sponsored by the Food and Agriculture Organization of the United Nations (FAO), the Henry Dunant University College and the Henry Dunant Foundation of Latin America, was aimed at indigenous and non-indigenous technicians and professionals working in public policy. CELADE participated in the module on cultural rights, multiculturalism and human rights, and gave a presentation on "Indigenous peoples of Latin America: recognition and statistical visibility".

II. Other activities related to the recommendations of the United Nations Permanent Forum on Indigenous Issues for United Nations agencies

11. Among the activities for indigenous populations and peoples in Latin America carried out by CELADE – Population Division of ECLAC was the international seminar on "Indigenous and Afro-descendent peoples of Latin America and the Caribbean: relevance of sociodemographic information for policies and programmes", held at ECLAC headquarters from 27 to 29 April 2005. The seminar

[1] United Nations publication, Sales No. S.06.II.G.45 (in Spanish only).

was successful in enabling indigenous and non-indigenous experts to share their ideas and proposals and to arrive at a series of recommendations on the generation of information and the improvement of public policies for indigenous peoples. A book containing the papers presented at the seminar, including the recommendations, was published in May 2006. It can be downloaded from the CELADE website at www.cepal.org/celade. The seminar was sponsored by the Government of France.

12. In September 2006, responding to recommendations made at the seminar, and again with financing from the Government of France, CELADE launched a project entitled "Progress with respect to health policies and programmes for indigenous peoples in Latin America since the International Decade of the World's Indigenous People". The specific goals of the project are to: (a) identify the areas where health policies and programmes have been developed for indigenous peoples, characterizing them in selected countries of the region; (b) describe the progress, achievements and difficulties faced in the development and implementation of policies and programmes; (c) compare the progress of different countries in ensuring the exercise of the rights of indigenous peoples; (d) highlight and disseminate examples of best practices at the regional level; (e) identify opportunities to conduct future activities in the design and implementation of health polices and programmes for indigenous peoples, involving all political and social stakeholders; and (f) formulate recommendations for the development and dissemination of best practices in health policies and programmes for indigenous peoples. In order to attain the goals, a survey targeting Government institutions for indigenous peoples' affairs and health ministries was designed and sent to the countries of the region. National contacts were obtained through the PAHO regional office in Ecuador, and cooperation agreements are being concluded with them regarding the current project. Based on the survey and secondary information, a document will be prepared and presented at the meeting of experts to be held in the framework of the project in May 2007.

13. In 2006, the Regional Bilingual Literacy Project (CELADE with the cooperation of the Government of Italy) continued to be implemented in Guatemala, Paraguay and Peru, reaching its goal of teaching more than 36,000 people to read in their mother tongue and in Spanish on subjects including productive development, environmental protection, health, rights and community organization. In Guatemala, along with the planned activities in Mam-speaking areas, literacy training methods were designed for a total of 15 major Mayan languages, and the methods were transferred to national technical teams with a view to implementation in 2007. Substantive progress was made in all three countries in institutionalizing the project, as it was included in official literacy plans and received 80 per cent of its funding from national sources, as well as in forming inter-agency and intersectoral linkages among Government agencies, international cooperation and civil society organizations, in particular partnerships with non-governmental organizations (NGOs) and private companies under the rubric of corporate social responsibility.

Seminars and expert meetings

14. The ECLAC Women and Development Unit, in conjunction with the United Nations Development Fund for Women (UNIFEM), organized an expert meeting entitled "Gender, poverty, race, ethnicity: the situation in Latin America", which

took place at ECLAC headquarters on 7 and 8 November 2006. The meeting, held within the framework of the poverty, gender and race project coordinated by UNIFEM, was held in order to follow up on the decision taken at the ninth session of the Regional Conference on Women in Latin America and the Caribbean, held in Mexico City from 10 to 12 June 2004, to promote and strengthen affirmative actions for empowering rural, indigenous, Afro-descendent, young and elderly women, and for increasing their access to resources by analysing the progress made in reviewing poverty reduction programmes and their intersection with the dimensions of gender, race and ethnicity.

15. The meeting had four goals: (a) to analyse the situation of indigenous and Afro-descendent women in Latin America; (b) to analyse methodologies of poverty measurement; (c) to review poverty reduction programmes and policies in four countries of the region (Bolivia, Brazil, Guatemala and Paraguay) to determine whether or not they included the gender, race and ethnicity dimensions; and (d) to present an overview of policies carried out in the countries from the perspective of gender, race and ethnicity.

16. The following agenda items were discussed at the meeting: (a) the situation of indigenous and Afro-descendent women: analysis of the social and economic status of indigenous and Afro-descendent women in comparison to that of men; (b) methodologies for measuring poverty: analysis of methodologies used to measure poverty and challenges for disaggregating the dimensions of gender, race and ethnicity; (c) UNIFEM studies and experiences in Bolivia, Brazil, Guatemala and Paraguay; and (d) monitoring and assessment of national policies, programmes and experiences in relation to poverty reduction.

17. The following international meetings organized by CELADE — Population Division of ECLAC included presentations concerning indigenous peoples. The institution's view is that indigenous issues should not be confined to specific meetings, but should be mainstreamed throughout its work.

18. An expert meeting on population, inequalities and human rights, organized in cooperation with the Latin America and Caribbean Regional Office of the Office of the United Nations High Commissioner for Human Rights (OHCHR), was held in Santiago, Chile, on 26 and 27 October 2006. In a panel discussion on "Enforceability of human rights: mechanisms and indicators", the Chilean Government's Observatory of Indigenous Peoples' Rights gave a presentation on the enforceability of human rights from the perspective of indigenous peoples.

19. An expert meeting on population and poverty in Latin America and the Caribbean was held at ECLAC headquarters in Santiago on 14 and 15 November 2006. In a panel discussion on special population groups and poverty alleviation policies, CELADE introduced a paper on the population dynamics and living conditions of the indigenous population.

20. ECLAC sponsored a number of international meetings relating to indigenous peoples, as described below.

21. The seventh International Meeting on Gender Statistics in the framework of the Millennium Development Goals, organized by UNIFEM, was held in Aguascalientes, Mexico, from 19 to 21 September 2006. The purpose of the meeting was to exchange experiences and discuss conceptual and methodological advances, as well as progress made in analysing and using gender statistics and indicators in

public policies. In addition to discussing relevant aspects of the Millennium Development Goals, the participants in this meeting placed particular emphasis on the issues of gender violence, indigenous populations and time use. CELADE presented the paper "Indigenous peoples of Latin America: recognition and statistical visibility".

22. An international seminar on globalization, human rights and indigenous peoples, organized by the Observatory of Indigenous Peoples' Rights, was held at ECLAC headquarters in Santiago on 28 and 29 November 2006. ECLAC participated by giving presentations at the opening meeting and in the panel discussion on water rights of indigenous peoples and rural communities in Andean countries. Other panel discussions were held on the globalization of human rights and indigenous peoples; the impact of economic globalization on the rights of indigenous peoples; economic, social and cultural rights, the solidarity-based economy and indigenous peoples; mechanisms for protecting the rights of indigenous peoples: the case of the inter-American human rights system; and social responsibility, human rights and indigenous peoples.

23. CELADE — Population Division of ECLAC also participated in a number of meetings relating to indigenous peoples, as described below.

24. At the International Expert Group Meeting on the Millennium Development Goals, Indigenous Participation and Good Governance, held by the Permanent Forum in New York from 11 to 13 January 2007, CELADE contributed a paper on steps towards the fuller participation of Latin America's indigenous peoples in the production of information and the monitoring of the Millennium Development Goals.

25. For the International Forum on the Social Science-Policy Nexus, organized by the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the University of Córdoba and held in Córdoba, Argentina, from 20 to 24 February 2006, CELADE prepared and introduced a paper entitled "Indigenous households and families in Bolivia, Chile and Panama: selected results and their contribution to improving the collection of census information". This document will be published in the ECLAC *Notas de población* series in 2007.

26. At a meeting to establish the subsidiary network on development with identity, organized by the Indigenous Fund and held in Quito on 6 and 7 July 2006, CELADE gave a presentation on the progress of the system of sociodemographic indicators and invited the indigenous participants to make comments for incorporation into the system.

27. At the seventh General Assembly of the Indigenous Fund, held in Antigua, Guatemala, on 13 and 14 September 2006, CELADE gave a presentation on the progress of the system of sociodemographic indicators.

28. At the expert meeting "Gender, poverty, race, ethnicity: the situation in Latin America", organized by ECLAC-UNIFEM and held in Santiago, Chile, on 7 and 8 November 2006, CELADE gave a presentation on indigenous women and poverty in Latin America.

29. The ECLAC Agricultural Development Unit and Natural Resources and Infrastructure Division obtained financing to enable three people to attend the side event to be held in connection with the meeting of the Committee for the Review of

the Implementation of the United Nations Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, which will take place in Buenos Aires the week of 19-23 March 2007. The financing was obtained through the Convention's Global Mechanism and will be used to fund, inter alia, the participation of a representative of Aymaras Without Borders. The side event is intended to serve as a forum for showing the participants in the Committee (representatives of Governments, international agencies, donors, academia and civil society) what actions are being taken by some of the large mining companies involved in the Subregional Action Programme for the Sustainable Development of the Puna Americana (Andean highlands) to mitigate or reverse the environmental damage caused by mining (water, wetlands, highland wetlands, reforestation), as well as the work they are doing with and for the local population, which, in the area covered by the Programme, is primarily indigenous.

30. The Agricultural Development Unit and the Natural Resources and Infrastructure Division have already held two seminars at ECLAC headquarters with the participation of large mining companies and their associated trade unions in Chile (Mining Council, National Mining Corporation), as well as civil society representatives from the area covered by the Programme and environmental groups, to open a dialogue on these issues. Moreover, there have been a number of meetings between ECLAC and mining companies to organize these events and the side event at the meeting of the Committee for the Review of the Implementation of the Convention to Combat Desertification.

III. Obstacles to the implementation of the Permanent Forum's recommendations

31. The primary constraint is financial. The resources used for the main activities relating to indigenous issues have been provided through extrabudgetary financing made available to ECLAC. The incorporation of indigenous issues into the CELADE-UNFPA work programme represented a step forward, as it has made additional funds available for activities such as the preparation of the aforementioned chapter of the *Social Panorama*.

32. In relation to the system of sociodemographic indicators, and bearing in mind that any system of indicators can be improved upon and should be seen as a process, it is essential to hold workshops with indigenous peoples, both to disseminate the system and provide training in its use and to obtain feedback for the system in order to improve the contextual interpretations and gradually incorporate new indicators, in line with the proposals put forward by the Permanent Forum and with international agreements on this subject. Thus far, no resources have been made available for this purpose.

IV. Conferences and meetings scheduled for 2007-2008

33. Under the joint PAHO-ECLAC/CELADE project "An ethnic approach to sources of health data: experiences in the Mapuche area of the southern corridor of Argentina and Chile. Recommendations for their future development in the context of the Americas", two meetings are envisaged. The first, to be held on 18 and 19 April 2007, is a meeting with government agencies and local and national

organizations representing the Mapuche community of Argentina and Chile for the purpose of discussing an assessment of the current situation and formulating recommendations for the inclusion of the issue in national sources of information on the population's health (particularly vital statistics and morbidity records). The second meeting, to be held in May 2007, has similar objectives, but will be open to participation by other Latin American countries.

34. An expert meeting, organized by CELADE in collaboration with PAHO, on the progress made with respect to health policies and programmes for indigenous peoples in Latin America since the International Decade will be held from 3 to 5 May 2007. The general aim of the meeting is to debate and reflect on the progress made with respect to health policies and programmes for indigenous peoples, the constitutional recognition of their rights and the difficulties encountered in ensuring the exercise of those rights; to exchange and disseminate experiences and lessons learned on the subject; and to make recommendations and proposals.

35. The regular programme of work of CELADE includes an expert meeting (date to be determined) to consider the inclusion of emerging issues, including indigenous peoples, in the 2010 round of population censuses.

36. CELADE is preparing three papers for presentation at an expert meeting on urban indigenous people and migration, organized by the Permanent Forum and the United Nations Human Settlements Programme (UN-Habitat), to be held at ECLAC headquarters in Santiago from 27 to 29 March 2007. The papers concern the spatial distribution of Latin America's indigenous peoples, internal migration and the living conditions of urban indigenous people in the framework of the Millennium Development Goals.

Annex

Example of the "meta-information" included in the sociodemographic system on indigenous populations and peoples of Latin America

Indicator: Ageing index.

Definition: Expresses the relationship between the number of older persons and the number of children and young people.

Method of calculation: The number of people aged 65 or over divided by the number of people under 15, multiplied by 100.

Disaggregation: Urban-rural.

Statistical interpretation: A value of 10 means that there are 10 older persons (aged 65 or over) for every 100 children and young people (under the age of 15).

Contextual interpretation and relevance: In Western society, old age is acknowledged to be a multidimensional phenomenon, but it is usually defined in terms of age limits. Among indigenous peoples, what distinguishes old age is the entry into a new stage of the life cycle, and chronological limits become meaningless; at most, it may be possible to establish a boundary associated with the loss of physiological capacities or the inability to carry out tasks for the material reproduction of the family and community. An individual's status and social role may increase as he or she "ages", since older persons are repositories of the wisdom and collective memory that must be transmitted to the young in order to ensure the cultural reproduction of the group or people in question. Consequently, ageing should be interpreted not in "negative" terms, but rather in terms of cultural continuity.

Observations: According to the conventional interpretation, this indicator is associated with intergenerational transfers, and a systematic increase in its value implies that the State must invest more in elder-oriented health care and social security, the benefits of which should not be denied to indigenous peoples.

Additional notes on the processing of census data: Indigenous/non-indigenous status was determined on the basis of various criteria, which are available for consultation. Urban or rural residency was determined on the basis of criteria supplied by each country, which are also available for consultation.

Mexico and Panama: The population of unknown age was distributed proportionally.

Bolivarian Republic of Venezuela, Bolivia, Brazil, Costa Rica and Mexico: The population of unknown ethnicity was not included.

Bolivia and Mexico: The data are for the population living in occupied private dwellings.

Brazil and Mexico: The databases used were for population samples. For Brazil, expanded figures were rounded to the nearest whole number (downward when the fraction was less than 0.5, upward when the fraction was 0.5 or greater).

Bolivarian Republic of Venezuela, Costa Rica and Paraguay: These countries carry out indigenous censuses (of territories or communities) in parallel with the general population census. The databases used consisted of integrated information collected in both censuses, where possible.